IMAGE
CITIZEN INVOLVEMENT
UNICITY WINNIPEG
PAST PRESIDENT AWARDS
URBAN AFFAIRS
SYMPOSIUM
CPAC'S SILVER ANNIVERSARY

PRÉSENCE
PARTICIPATION DES CITOYENS
WINNIPEG GOUVERNEMENT UNIQUE
HOMMAGE AUX ANCIENS PRÉSIDENTS
SYMPOSIUM SUR LES AFFAIRES URBAINES
ANNIVERSAIRE D'ARGENT DE L'ACU

COMMUNITY PLANNING REVIEW

REVUE CANADIENNE D'URBANISME

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PRESIDENT'S MESSAGE

CITIZEN PARTICIPATION IS NOT A MYTH

For those who have participated in the Urban Congress – a Canada-wide program C.P.A.C. has carried from July to September – citizen participation has become reality. C.P.A.C. has, on that occasion, reached some 20,000 interested citizens in all parts of the country and their views on urban affairs in Canada will be made known to the Canadian Government in December.

For the 650 delegates who attended the National Planning Conference in Halifax, citizen participation has also become reality. Not only were they given the opportunity to hear of case studies of citizens' involvement, but they had the unique occasion to witness citizen participation live and to be, themselves, brought in to participate.

These two programs, as well as many others carried through the year by divisions of C.P.A.C., have proven without a shadow of a doubt that citizen participation can be real, genuine and positive.

For those citizens or elected officials who still would be sceptical, C.P.A.C. can prove to be a most proper vehicle to help them . . . if, of course, they are ready to pay more than lip-service to citizen participation.

C.P.A.C. has become a voice of Canadian citizens on urban affairs.

Claude Langlois
National President

MESSAGE DU PRÉSIDENT

LA PARTICIPATION DU CITOYEN N'EST PAS UN MYTHE

Pour ceux qui ont participé au Congrès Urbain, programme que l'A.C.U. a réalisé durant l'été à travers le Canada, la participation du citoyen est devenue réalité. L'A.C.U. a par ce programme, atteint quelques 20,000 citoyens intéressés dans toutes les parties du pays, et leurs vues sur les affaires urbaines au Canada seront transmises au gouvernement canadien en décembre.

D'autre part, pour les 650 délégués à la Conférence nationale d'urbanisme à Halifax, la participation du citoyen est aussi devenue réalité. Non seulement ont-ils eu l'occasion de se familiariser avec des cas-types de participation du citoyen, mais ils ont eu l'unique opportunité d'en être témoins et de participer eux-mêmes.

Ces deux programmes, tout aussi bien que de nombreux autres mis sur pied cette année par les Divisions de l'A.C.U. ont prouvé sans l'ombre d'un doute que la participation du citoyen est possible, réelle et positive.

Aux citoyens ou aux officiers élus qui pourraient encore être sceptiques, l'A.C.U. peut s'avérer un véhicule très utile pour les aider . . . si, évidemment, ils sont prêts à tenter un effort sincère.

L'A.C.U. est devenu le porte-parole des citoyens canadiens sur les affaires urbaines.

Claude Langlois
Président national

WINNIPEG UNI-CITY

by E. A. Levin
Planning Director, Winnipeg Metropolitan Corporation

On January 1st the people of Greater Winnipeg get a new municipal government – a single, unified authority replacing metropolitan government established in 1961.

Toronto and Winnipeg led the way in North America in adopting a two-tier structure of government, in an attempt to solve the problems of multiple jurisdictions. The two-tier structure created in Winnipeg in 1961 consisted of a metropolitan level of government responsible for planning, zoning, development control, the metropolitan street system, public transportation, water supply, sewage, parks and assessment; while the second tier consisted of the area municipalities – originally 16 in number – responsible for all other municipal services.

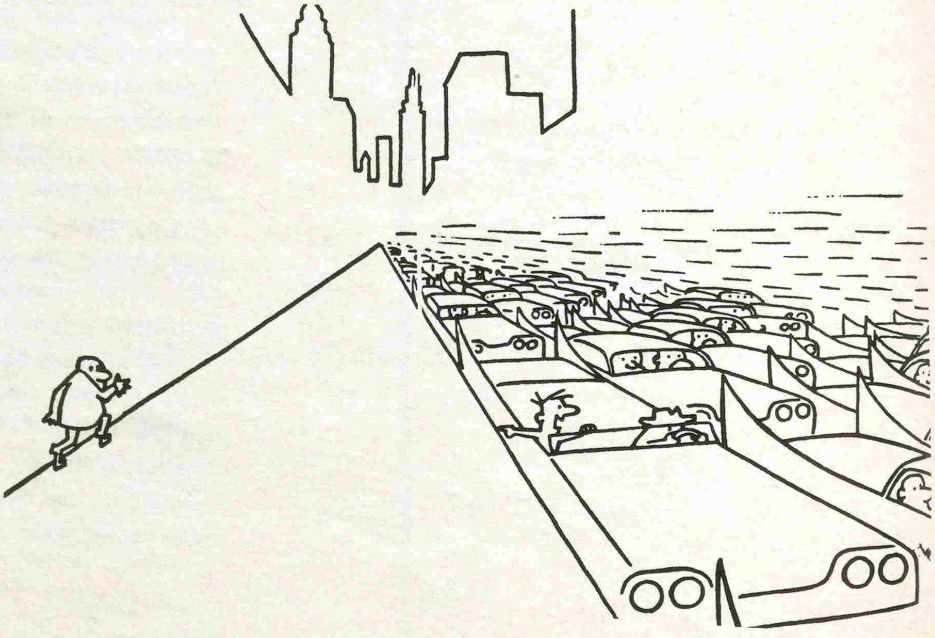
This arrangement worked well and served the people of Greater Winnipeg admirably, considering the statutory constraints and the difficult political milieu within which it had to function. The metropolitan government achieved remarkable success within its areas of responsibility, but the fragmentation of authority amongst (currently) 13 separate municipal jurisdictions made it difficult, if not impossible, to formulate and carry out many municipal development programs. The large number of governments made jurisdictions and responsibilities ambiguous and seemed to alienate the public and to discourage popular interest in municipal affairs; and the constant attack upon the metropolitan government by some of the area municipalities created an atmosphere of vindictiveness and vituperation. This made it difficult for the business of government to be discussed and conducted on its merits.

The New Democratic Party took over the Manitoba Government in 1969, and they addressed themselves to the problems of urban government as a first concern. In the Fall of 1970 the government produced a white paper on the problems of municipal government in Winnipeg; the major issues identified: the fragmentation of the authority to act, the difficulty of access by the people to their elected representatives, and the unresponsiveness of the political authority to the wishes of their constituents. In 1971 they introduced Bill 36, a bill to re-organize the structure of municipal government in Greater Winnipeg which was passed into law during that session.

The principal effect of the Act will be to create a single-tiered government for the City of Winnipeg. This in itself of course is not noteworthy; it is a common situation in many places. Edmonton has always had a single-tier, centralized city government. So has Calgary. So have many cities in many parts of the world. However, the City of Winnipeg Act contains a number of unusual provisions which make it not merely worthy of note, but worthy of the keenest interest and careful attention.

The principle underlying the Act, as it was developed in the Provincial Government's white paper is that the policy- and decision - making authority should be centralized, but the political process itself should be decentralized. This principle would make grass-roots participation in the political process much more active and effective than ever before, while at the same time giving the central government much more scope for formulating and carrying out municipal government policies and programs.

The device which has been provided for improving the man-in-the-street's role in the process of government is the Community Committee, and the device which has been provided for improving the effectiveness



"Daddy, look: a pedestrian!"

of the government is the Executive Policy Committee.

In outline, the proposed new structure will consist of an elected council of 50 members and the mayor who will act as chairman, making a council of 51 members. Greater Winnipeg's population is about 550,000, providing an average of one elected representative for approximately every 11,000 people. The mayor will be elected at large but his role will be restricted to that of chairman of the council. He will not be the new city's chief magistrate or chief executive officer and he will have no power of veto. The election-at-large of the mayor will apply only to the first (three year) term of the council. Subsequently the mayor will be selected by the council members from amongst themselves. There will be an Executive Policy Committee consisting of 10 members of the council. There will also be three standing committees – the Committee on Environment, the Committee on Finance, and the Committee on Works and Operations. The chairmen of these three committees, together with the mayor, and six other members of council, will comprise the Executive Policy Committee. It is generally felt that the effective power of the council will reside in and be exercised by the Executive Policy Committee. Administratively, each of the three standing committees will be served by staff personnel headed by a commissioner. The three commissioners together with the chief commissioner will constitute a Board of Commissioners who will be responsible to the Executive Policy Committee.

The most interesting elements of the new government are the "community committees". The city has been divided up, by statute, into 50 electoral wards; each ward will elect one member to the council, thus making up the 50-member council. The ward boundaries have been designed so that they lie within the boundaries of the former municipal jurisdictions, and no ward crosses the boundary of any former municipality. Combinations of wards therefore can be designated which together have boundaries which are co-terminous with the former municipalities. These combinations of wards are designated "communities", and the elected representatives from the constituent wards of a community taken together, are designated a "community committee"

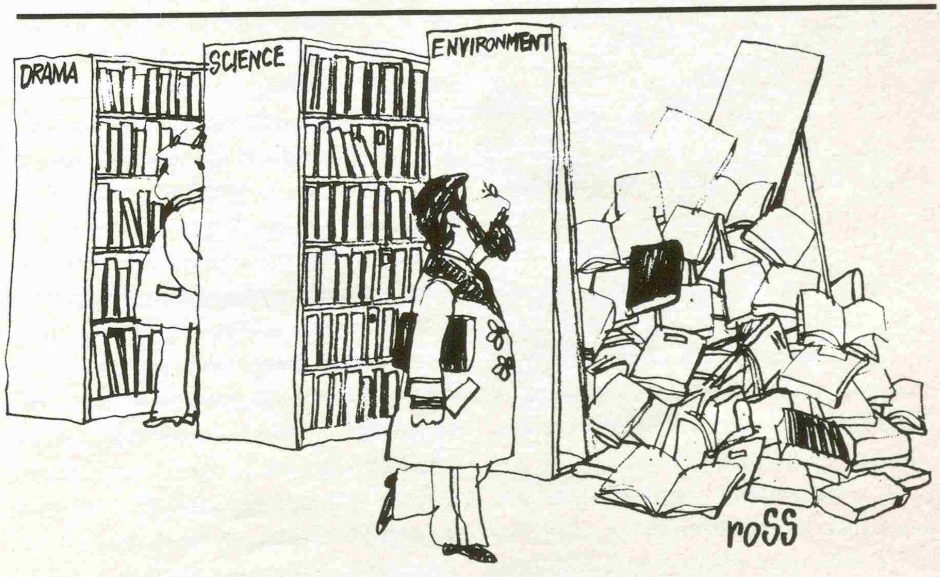
The community committees are given the responsibility for supervising the delivery of services which were formerly administered by the area municipalities, until such time as the central council itself takes over those services. Their role however is not regarded as merely transitional. The community committee is looked upon as the vehicle through which the ordinary citizen can exert a more effective influence than was formerly possible upon the policies and decisions of the council.

To achieve that objective, the Act places a number of responsibilities on the community committee. Firstly, it requires that the committee meet regularly, once a month to discuss the business of the community. Secondly, it requires that the committee meet with the residents of the community to prepare submissions to the Executive Policy Committee on the annual budgets of both the city and the community. Thirdly, it requires quarterly meetings of the committee to be held to consider progress reports on the programs and policies of the city. And finally, the committee must hold an annual conference in which the community residents will be invited to participate. The conference will discuss the city's programs, and the statement of annual revenues and expenditures of the committee. At this conference there will also be elected a residents' advisory group to advise and assist the community committee. Furthermore, many administrative procedures, such as, for example, variations to the zoning by-law, are initiated or dealt with at the community committee level.

The staff and the municipal offices of the former municipalities will be available to the community committees for their purposes.

How effective the community committees will be in achieving greater participation by the ordinary citizen in the process of government, and greater responsiveness of the elected representatives to the views and wishes of their constituents is impossible to assess at the present time. Experience indicates that two conditions are necessary before people will involve themselves in the process of government: there must be issues which are of such concern that people will want to become involved in them; and it must be felt that decisions affecting these issues can be influenced by that involvement.

The community committees may indeed provide the means whereby decisions can be influenced. If they can, and if the new government can become involved in issues which are not merely matters of municipal housekeeping, but are in fact the core problems of urban life, then the Winnipeg solution could well stand as a landmark in the evolution of a structure of urban government appropriate to the needs of the twentieth-century city.



WINNIPEG
GOUVERNEMENT UNIQUE

Par E. A. Levin

Le ler janvier 1972, les habitants du Grand Winnipeg auront un nouveau gouvernement municipal – une autorité unique remplacera la formule de gouvernement métropolitain, laquelle avait été établie il y a onze ans.

Toronto et Winnipeg avaient été les premières non seulement au Canada mais dans l'Amérique du Nord à adopter une structure à deux paliers dans le but de solutionner les problèmes occasionnés par la multiplication des juridictions au niveau municipal. La structure à deux paliers, établie à Winnipeg en 1961 regroupait au palier métropolitain, les compétences telles la planification, le zonage, le contrôle du développement, le réseau routier métropolitain, le transport public, l'approvisionnement de l'eau sous pression, la ceuillette et le traitement des eaux vannes, les grands parcs et l'évaluation; tandis que le palier municipal – soit seize municipalités au début – demeurait responsable des autres services municipaux. Ce système a bien fonctionné et a très bien servi la population du Grand Winnipeg, compte tenu des contraintes statutaires et du milieu politique difficile à l'intérieur duquel il devait fonctionner.

Le gouvernement métropolitain a très bien réussi dans les secteurs de sa compétence mais la fragmentation de l'autorité à travers (actuellement) treize juridictions municipales séparées, a rendu difficile, sinon impossible, l'élaboration et la réalisation de plusieurs programmes de développement municipal; la multiplicité des gouvernements engendrait l'ambiguïté dans les juridictions et les responsabilités et avait contribué à l'aliénation de la population qui pouvait difficilement s'intéresser au domaine municipal; les attaques répétées que dirigeaient certaines municipalités locales contre le gouvernement métropolitain, avaient créé un climat vindicatif et hargneux et rendaient difficile la conduite des affaires publiques sur une base méritoire.

Lorsque le N.P.D. accéda au pouvoir en 1969, il décida de s'attaquer prioritairement aux problèmes du gouvernement urbain. A l'automne de 1970, le gouvernement provincial déposait un Livre Blanc concernant les problèmes du gouvernement municipal à Winnipeg; il identifiait les questions litigieuses majeures, dont la fragmentation de l'autorité, l'accès trop difficile de la population à ses représentants élus, et l'insensibilité de l'autorité politique face aux désirs des électeurs. En 1971, ils introduisaient le Bill 36, sur la réorganisation des structures municipales dans le Grand Winnipeg et ce bill devenait loi au cours de la même session.

L'effet principal de la loi sera la création d'un unique gouvernement pour la Ville de Winnipeg. En soi, cet événement n'est pas inusité; cette situation existe à plusieurs endroits. Edmonton a toujours eu un unique palier de gouvernement centralisé. De même pour Calgary. Plusieurs autres villes à travers le monde ont aussi cette structure. Toutefois, la loi créant

la Ville de Winnipeg présente de nombreuses dispositions inusitées qui la rendent non seulement remarquable, mais digne d'un intérêt particulier et d'une étude attentive.

Le principe fondamental qui est mis en valeur par la loi, tel qu'il avait été formulé dans le Livre Blanc, laisse l'autorité politique à un niveau centralisé mais assure la décentralisation du processus politique lui-même. L'application de ce principe assure la participation du citoyen ordinaire à l'intérieur des mécanismes politiques de façon plus active et plus efficace que dans le passé tout en garantissant au gouvernement central un champs beaucoup plus vaste à l'intérieur duquel il peut élaborer et réaliser ses politiques et programmes municipaux.

Le mécanisme qui améliore la participation de l'homme de la rue dans le processus gouvernemental est le Comité communautaire et le mécanisme qui améliore l'efficacité du gouvernement est le Bureau de Direction Politique.

En résumé, la nouvelle structure sera constituée d'un Conseil de 50 membres élus et du maire qui agira comme président, soit un Conseil de 51 membres. La population du Grand Winnipeg étant d'environ 550,000, cet arrangement prévoit un représentant pour chaque 11,000 de population. Le maire est élu par l'assemblée mais son rôle est limité à la présidence du Conseil. Il ne sera pas le premier magistrat ni le chef exécutant et il n'aura pas droit de veto. L'élection générale pour le maire cessera après le premier terme (trois ans) alors qu'il sera choisi par le Conseil parmi leur nombre. Il y aura un Bureau de Direction Politique composé de 10 membres du Conseil. Il y aura aussi trois comités permanents – le comité sur l'environnement, le comité des finances et le comité des travaux publics et opérations. Le président de chacun de ces trois comités, le maire et six autres membres du Conseil formeront le Bureau de Direction Politique. On croit généralement que le pouvoir effectif du Conseil sera exercé par le Bureau de Direction. Au point de vue administratif, chacun des trois comités permanents sera secondé par un personnel dirigé par un Commissaire. Les trois Commissaires, le Commissaire-en-chef formeront le Bureau des Commissaires qui répondra au Bureau de Direction Politique.

Toutefois, les éléments les plus intéressants du nouveau gouvernement sont les "comités communautaires". La loi prévoit la division de la ville en 50 quartiers électoraux: chaque quartier doit élire un membre au Conseil, soit un Conseil de 50 membres. Les limites territoriales des quartiers ont été conçues pour se conformer aux limites des anciennes municipalités et les limites d'aucun quartier ne violent les anciennes limites. Des groupes de quartiers peuvent donc être définis et leurs limites territoriales sont jumelées aux anciennes limites des municipalités. On a surnommé ces groupes de quartiers: "communautés" et les représentants élus dans les quartiers qui les forment constituent collectivement les "comités communautaires".

Les comités communautaires sont chargés de surveiller l'administration des services jadis administrés par les municipalités du secteur, et ce, jusqu'à ce que le Conseil Central soit en mesure de le faire. Leur rôle n'est cependant pas que transitoire. Le comité communautaire est considéré le mécanisme par lequel le citoyen ordinaire peut exercer une influence plus décisive que par le passé sur les politiques et les décisions du Conseil.

Pour atteindre cet objectif, la loi délègue un certain nombre de responsabilités au comité communautaire. En premier lieu, elle exige que le comité se réunisse régulièrement, une fois par mois pour discuter des affaires de la communauté. Deuxièmement, elle exige que le comité rencontre les résidents de la communauté pour préparer des recommendations à soumettre au Bureau de Direction Politique concernant le budget annuel tant de la ville que de la communauté. Troisièmement, elle exige des réunions trimestrielles du comité pour lui permettre d'étudier les rapports progressifs touchant les programmes et les politiques de la ville. Et finalement, le comité doit convoqué un congrès annuel auquel les résidents de la communauté sont invités à participer. Le congrès devra discuter des programmes de la ville et du rapport annuel des revenus et dépenses du comité. A ce congrès, on devra élire un comité consultatif de résidents qui devra conseiller et aider le comité communautaire. De plus, plusieurs procédures administratives, comme, par exemple, les variations au zonage, sont initiées et administrées au niveau du comité communautaire.

Le personnel et les bureaux des anciennes municipalités sont mis à la disposition des comités communautaires pour leurs fins.

Il est impossible de prédire pour le moment si le comité communautaire réussira à obtenir une plus grande participation du citoyen ordinaire dans le processus de gouvernement et si les représentants élus seront plus sensibles aux points de vue et opinions de leurs constituants. L'expérience indique que deux conditions sont essentielles à l'engagement de la population dans le processus de gouvernement: les questions à régler doivent être suffisamment importantes pour motiver la population à s'engager; et on doit sentir que cet engagement influencera les décisions prises sur ces questions.

Il se peut fort bien que les comités communautaires deviendront un mécanisme efficace pour influencer les décisions. Dans ce cas, et si le nouveau gouvernement peut s'occuper de questions qui ne sont pas simplement des questions de cuisinage municipal, mais bien des questions qui touchent les problèmes fondamentaux de la vie urbaine, la solution de Winnipeg pourrait fort bien devenir un modèle et un point de repère dans l'évolution des structures de gouvernements urbains, lesquelles seront à la hauteur des besoins des villes du 20ième siècle.

Adapté de l'anglais par Jacques Ledoux, A.C.U.

PESTALOZZI

The Canadian Symposium on Urban Affairs held at Pestalozzi College in Ottawa in September. Here are some excerpts of the discussions at the sessions. The participants are listed on page 14.

"We need to restructure the whole field of municipal affairs which, all across Canada, are now so outmoded that the issue has become a national problem."

"There needs to be a review of local government responsibilities and powers, but this cannot be done piecemeal. It needs to be structured from the top – the federal level – and then each local municipality will fit together with its neighbours and the whole jigsaw puzzle would then mount up to make a complete picture. This restructuring can not possibly be effected from the local level."

"It is a problem which is nation wide, but I'm not sure that it is a national problem. There are many such problems across the country which need total overhaul. Perhaps the most pressing of these is the need for a total reorganization of the tax systems at all three levels of government. The three basic issues in urban affairs are:

1. What sort of country do we really want? What are the goals for Canada? Do we want all Canadians to live in a few vast megalopolises? How would we achieve any goal we set, even if we knew what it is we want?
2. We need definite decisions on Urban Affairs. We do not need any more studies on taxation – the study situation has become ridiculous.
3. How can citizens participate and at what level? Have citizens a voice in urban affairs? Should they have? How does one get the average citizen interested?

"CPAC has maintained a rather passive role with respect to activities related to actual citizen action. We are concerned that with the advent of the larger powers in the movement of the Federal Government into urban affairs, with greater sums of money being required and available in the allocation of resources at a very high level, the individual is becoming less capable of being involved even in the administration of his municipal matters. The individual only really communicates at the local level. As a matter of high priority CPAC should attempt to find ways by which individuals in their own municipalities can help to shape their community. CPAC feels that if there is to be a national urban policy, making decisions which affect the citizen where he lives, we must develop techniques where the individual can make his aspirations known and if need be, use a little pressure."

"Why have we not had this kind of citizen involvement in the last ten or twenty years; are there some new ways of developing this if so how? CPAC is committed to find means for the ordinary citizen to participate in the decision-making processes of his local government."

"At what level will the Federal Government be active in the policy-making concerning urban affairs? To which level of government should the citizen be able to react; to which level of government will he be expected to react?"

"If you are dealing with the local community-centre level, the citizen can have an appreciable effect, but if dealing with a metropolitan government for a populous area, it is extremely unlikely that the citizen can have much effect."

"Neighbourhood groups are forming all across the country with a view to having a greater influence on what is happening to their communities. Very often their aims are related directly to the planning and zoning of the area and, sometimes, they have expert help from among their memberships. The question should be asked are these local groups really representative or are they pressure groups led by a few self-interested people manipulated by those who understand the strategy and who use it quite often for their own ends."

"Where and how can the citizen really be involved in urban affairs, especially at a regional level?"

"There are a number of things which have to be changed – one of the biggest regrets is the lack of confidence of the citizen in city hall. We as citizens, elect our representatives to council and almost immediately a number of rate-payer groups are set up to "protect us" from them – those who we have only just elected. This militates against accountability."

"The appointment of a planning board, in fact, militates against the elected representative feeling responsible for council's action in planning, although it is recognized that it is the council which actually makes the decision."

"A major theme is to renew the confidence of the people in their elected representatives, by making the accountability and responsibility much more direct. Many municipal institutions have lost their relevance to people and that is why people have lost confidence in them. That is why citizens are setting up their own institutions or groups. Eventually these, too, will lose the confidence of the people who have set them up."

"If we cannot make our municipal institutions work we may as well scrap the system. The system of local government must be made to work by making the elected people more responsible and trusted by the electorate. I think, however, that the system will work better, not worse, when a means is found to feed-in a valid citizen community group input."

"It seems to me that this is the most crucial issue of any, because I feel so strongly that the present system of local government must be made to work effectively. The alternative will be a large-scale, impersonal, centralized system, which can only polarize the differences between the various groups and that would be an anathema because it would bring down our society, as we know it today. New patterns must be evolved to make the citizen feel part of the process – the ward council – the subdivision representative, or some other system to make the citizen feel more relevant and part of the whole process."

Participants were surveyed on the most critical needs in community planning today. The results:

Consensus

1. New towns and renewal
2. Need for more research
3. Issues related to land acquisition and ownership.
4. Democratic control, or participation, or responsiveness of government in situations to the individual – plus the ability of individuals to make an input into governmental institutions.

Weighted Consensus

5. Setting minimum standards for services including housing.
6. Transportation problems
7. Pollution.

No General Consensus

8. Land use control – more efficient use of land
9. Strengthening of local government
10. Control of growth
11. Financing and Fiscal Reform.

The Symposium in Session

PESTALOZZI Symposium Continued

"Growth is no longer considered to be good – for growth's sake. Many people now seek quality rather than quantity in their communities. What is a desirable population for Canada? This will have a tremendous bearing upon the quality of the environment we can have, no matter what standard of living we think we want. Are our major goals socially or economically oriented? Must these goals be viewed from a global or national standpoint? What are the moral issues involved in this case? Do we have the moral right to occupy the vast expanse which is Canada, with only twenty to thirty million people while many other parts of the world are so terribly overcrowded?"

"Should social goals have priority over economic considerations in Canada's urban affairs? What should the goals, primarily, be related to?"

"I was in Toronto recently and walking around among the high-rise buildings, I sensed the loss of the sun as it was almost completely hidden by so many of the towering structures. Why are cities permitted to build such buildings where they obstruct the sun completely. What kind of social goals were taken into consideration when these were authorized and built?"

"In many ways in the cities, economic considerations have priority over the social considerations and a more balanced position, with respect to these considerations, is urgently needed."

In response to a question by the Moderator regarding the kind of policy the Symposium is trying to formulate, the National President explained that CPAC's objective was to consult a number of experts in a widely differing range of professions and disciplines in the field of urban affairs, with a view to obtaining their opinions and points of view and feeding them in to the nation-wide citizen viewpoint it is hoped the Urban Congress will be able to gather.

"The role of CPAC in the future, as I see it, is to attempt to find out on as broad a level as we can, what it is people think they want. That may be quite different from what they actually want, or what they are prepared to say they want, or even articulate what they want, and express this to government. In my view this is a most important undertaking. The Federal Government wants that information and indeed they ought to have it. I think it is incredibly important that we don't attempt to put forward, at this stage, what these issues are, because we do not represent a broad enough segment of the community. If we can establish 'how' CPAC can do this job, in my view, it would be a fantastically important contribution. We have to establish issues of national significance and issues that are nation-wide but not of national significance. I think there is a world of difference between these two things and if we can put forward to CPAC members and to others across the country – the people – and attempt to obtain their views as to what they think are the important issues, giving them some examples to guide their thinking – I think would be of paramount importance to CPAC and of great value to the government."

"There is a difference between objectives and policies. CPAC did not put forward a policy for this Symposium, but the objective is to transmit to the Federal Government the views of the citizens. This Symposium is one of four phases out of a single program of a total of 87 programs which CPAC is undertaking this year. CPAC does not propose to issue a statement of policy as a result of this Symposium, but rather it will transmit to the Federal Government an interpretation of the views of the participants, as part of its nation-wide program which will carry to the Federal Government, the widest possible citizen viewpoint on Urban Affairs."

"An Editorial Committee has been established by CPAC, composed of CPAC members and other concerned individuals. The Brief to the Federal Government will take into account, not only the views of informed citizens such as the participants of this Symposium, but also of other citizens – individuals and groups of citizens – wherever they can be found."

"It appears that our discussion should break down into two very general areas – the 'product', the environment of our urban areas that we would like to see in Canada – and the 'process' – the means by which we shall achieve these aims. The 'process' is what is on the agenda, later, under the heading of what can be done about it. These are the main problems."

"We must continue to live in the urban environment which we have created. We need some machinery to try to maintain and look after, rehabilitate and re-use what we've got now. We need to continue to improve what we have been doing in the way of housing and our ability to control land use in and around our major areas. Although it is not critical at the moment, we must increase our ability to create cultural recreational facilities."

"A lot of research on pollution being clamoured for at this time has already been done and the results are available. The question is, are we prepared to pay the cost of that pollution control? The disposal of domestic garbage is an excellent example; by incineration great savings can be made, or it can be buried using vast areas of land, with the resultant pollution of ground water that, in some cases, may provide a reservoir for some three hundred years. It is possible that three hundred years from now we shall be drawing on similar, polluted, supplies. As a design engineer, in my mind, there is no doubt as to which solution should be used, but when I recommend that incineration should be used, rather than sanitary land-fill, I'm talking about the dollar – it just doesn't go that far. This is an issue to which a very high priority should be allocated."

"If pollution by the automobile is as serious as some would have us believe, then this problem must be given the first priority. The automobile is a major polluter of our cities; it impinges upon every aspect of the quality of life. There should be a high priority given to the development of other forms of transportation systems, with the specific object of replacing the motor car as the major form of transportation."

"The benefits of the car to the public have been fantastic boons. Sure, they have been and are a major source of pollution and it is high time that General Motors and Ford did something, or were forced to do something about it. Instead of spending hundreds of millions on advertising to sell these things, they should spend a major part of this to do something about the problems of pollution. Also I believe we should be making more strenuous efforts to develop new means of transportation, not necessarily to replace the automobile, but to augment it as a means of transportation, especially in the downtown. To suggest that we should do away with the car is an impudent and arrogant point of view."

"In a recent study we concluded that it was virtually impossible to consider land use without considering transportation. We thought this was a very complex problem. In fact, we had to find some way of explaining to the citizen the very complex problems that are involved in transportation issues. It is interesting that Vancouver established a sociology department which works closely with the engineering and planning divisions in the alignment of roads. This was employed recently in the alignment of an east-west throughway so that the roads interfered to a minimum with society patterns, avoiding school areas and various ethnic groups or communities to avoid fragmenting them. Then, of course, it becomes necessary to explain to the

Mr. Justice Higgins, Symposium President explains a Newfoundland issue to Dr. Peter Oberlander

"We must try to stop CPAC preaching to the converted as it has done in the past. I believe it now is ready to move out into the field to become a really useful information medium in the community."

"What is to be the future role of CPAC? Is it to become a government-financed, quasi-governmental organization, whose job is to know what is going on and act as a kind of neutral transmitter of information back and forward as well as collecting a response?"

"How would CPAC propose to funnel citizen points of view upward to government if there are more than one opposing viewpoints on an issue in the city, or if there is a different point of view on a government statement or policy, say in Edmonton or Calgary, or in Saskatchewan as distinct from B.C.?"

"Is there to be a national organization which will attempt to find a consensus where there is no consensus?"

"That is where the local M.L.A. comes in. CPAC would feed the information in to the Provincial representative or the area MP or the local alderman – it would then be up to them to use it for the benefit of good decision making."

"Are we proposing a citizen organization which is in support of existing MP's and MLA's? And where does the political diversity in the country fit in? Should these proposed information officers be operating under the aegis of political parties, or should they be under some body like CPAC and if so – what happens when the member of CPAC who is involved, becomes politically oriented?"

"Is CPAC out of touch? Can it start to initiate a program purporting to represent a broad range of citizen groups without first approaching them to see how they would react to such a suggestion?"

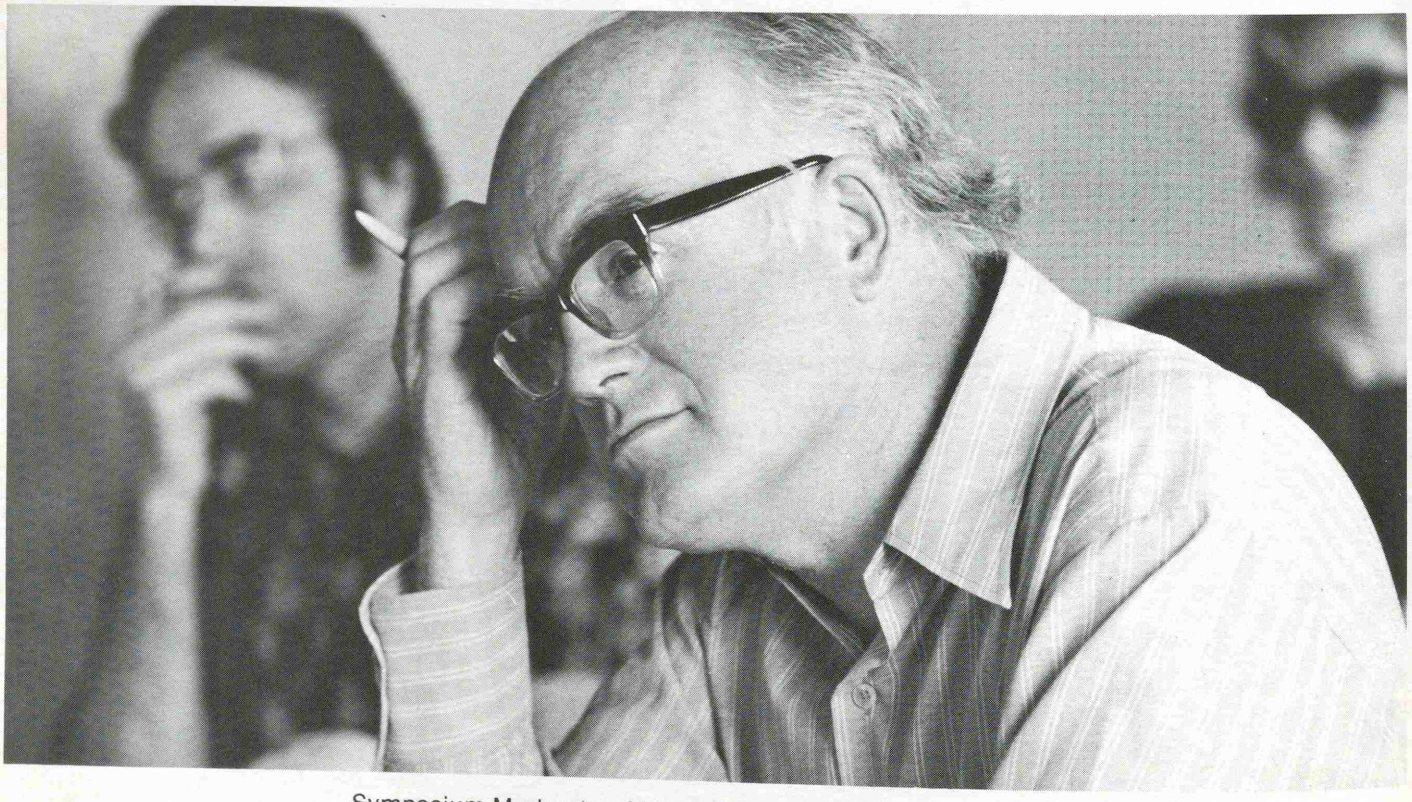
"We have to try to provide a means of informing the citizen about current issues, then obtaining his point of view and passing it to government. This is a necessary task and it is not being done, certainly not at the national level. Dr. Oberlander told us, yesterday, that his Ministry wanted a citizen feed-in and at present there was no one else to provide it."

"In this, CPAC should not attempt to be the body dealing with 'issues' on its own – rather, it should attempt to deal with whatever issues come down to it from government, or those which are represented to it from the local groups."

"There are very few groups at the national level really contributing to urban policy. Some of them have important interests – the developers, the construction industry, the Good Roads Association and the real-estate interests. They have paid lobbyists to put their position to the government and we must remain fully conscious of them and of their influence. We need other, less-biassed voices to assist government in taking a more balanced view and CPAC could be one of these well-informed voices. On occasion, no doubt, CPAC would wish to involve a very wide range of citizens' groups in the preparation of certain positions and briefs – perhaps the brief could be endorsed by the groups concerned and this would make a good deal of sense."

"Pressures from outside often destroy the formation of identifiable communities. The department of highways can press a highway right through a community that will make a barrier that may take a century or more to get rid of or to overcome. Such a highway can also destroy the identity of the community."

"More responsible government at the local level, rather than the constant eroding away of its responsibility, is an absolute necessity. Our population is not such, nor is it likely to be so in the foreseeable future, that we have to do everything by centralization and by the higher levels of government. To do so we lose the ability to shape our own future which can best be done at the local level. I've yet to see proof that in matters of government, centralization – the bigger authority – works any better simply because it is bigger."



Symposium Moderator, Mayor Allan O'Brien in pensive mood

community why an additional five to twenty million dollars of their tax money is being spent. The key point I want to make here is that a committee which I was associated with recently, disagreed with the Lithwick Report assumptions on the question of transportation. The committee was of the opinion that the inevitable and vital role of the automobile should be reduced, to a certain extent, in high density urban areas; they felt that the Federal Government should be deeply involved in this field especially in the financing of technical studies and research to produce faster and better methods of transit. The committee did not accept the Lithwick monograph statement in which the view was expressed that there would be little or no transit innovation in the next few years. They thought that a high priority should be given to the development of new transit methods and that from the Lithwick point of view the problem was being approached the wrong way."

"Perhaps the base of CPAC's membership should be changed to having the groups right in to its organizational and policy forming councils; in this way, when viewing CPAC, government would be viewing a more widely-based organization, close to the people government purports to want to hear."

There is enough disparity of interests within CPAC that it does not become a pressure group for any one issue or viewpoint, but it could become a recognized, identifiable lobby which could be used to support any issue which is in alignment with the Association's aim and objectives."

"We may not represent the poor, but that is no reason why we should not try to represent them, at least, until they find means of representing themselves. Our aim, at this time, is to get more representation in which we can join."

"It seems to me that CPAC can become the 'Voice of Canada on Urban Affairs' and in doing so, building up the greatest possible electorate to represent."

At the opening session of the 1971 National Planning Conference, Claude Langlois, National President of CPAC discusses the Conference with Mrs. Silvia Hudson, Chairman, Nova Scotia Division CPAC and Ralph E. King of Morden, Manitoba, the keynote speaker

PESTALOZZI: The Participants

Mr. Ray Archambault,
Past President
Corporation des Urbanistes du Québec,
Québec

Mr. Alan Armstrong,
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Ottawa

Mr. Michael J. Audain,
Program Director Housing,
The Canadian Council on Social Development,
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Mr. M. J. Bacon,
Proctor, Redfern, Bousfield & Bacon,
Planning and Municipal Consultants,
Toronto

Mr. Jacques Bernier,
President,
Quebec Housing Corporation,
Québec

Mr. Claude Blais,
General Manager for Professional Services,
Gendron & Lefebvre,
Ingénieurs-conseils,
Laval, Québec

Mr. Peter Burns,
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Canadian Association of Renewal and Housing Officials,
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Mr. John D'Eath,
President,
CIL Properties Ltd.,
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Acquisition Division,
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Mr. Lionel D. Feldman,
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Hon. Mr. Justice J. D. Higgins,
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Judge of the Supreme Court
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Mr. Manley LaFoy,
Black, Larson, McMillan & Associates,
Architects,
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Mr. Claude Langlois,
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Dr. Marvin Lipman,
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Central Mortgage & Housing Corporation,
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Mr. Paul Melin,
President,
Consultantgroup Ltd.,
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(Chairman of Urban Congress - Congrès Urbain)

Mr. Allan G. Moffatt,
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Mayor Allan O'Brien,
City of Halifax,
Chairman, Canadian Council on Urban and Regional Research,

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GETTING INVOLVED
NATIONAL PLANNING CONFERENCE

A VIEWPOINT

Community planning: everybody's business.

This is what CPAC's 1971 National Planning Conference, held in Nova Scotia's capital city of Halifax October 3-6, demonstrated – in many ways.

Participants from every province and the territories joined in discussing citizen involvement techniques – the theme of the conference.

The registration of 650 persons made it CPAC's largest conference ever. The attendance alone was testimony to Halifax's emergence as a hospitable convention centre where progress and history blend. It offered further proof that CPAC is on the move.

The new style of conference programming proved innovative and effective. It took an "in-depth overview" of actual case studies through which the various techniques of citizen involvement were examined.

This will allow conference participants to transplant the experiences gained into their own communities, as a new focus on the methods by which citizen involvement becomes part of the decision-making processes.

The case studies introduced widely differing techniques, which offered a wide focus on the involvement of citizens by using these techniques.

Many facets of the conference format constituted experiments in themselves. One was the imaginative linkage of cablevision, closed circuit television and simultaneous interpretation between Canada's two official languages. The system provided instant and continual communication between the workshop rooms, the conference floor, and even delegates' hotel rooms. The interpretation service featured simultaneous language translation for all program sessions.

Case studies were conducted by people who were principal figures in the actual episodes. Through the participation of people in the lower income group, the conference received presented, rather than represented, points of view.

A conference highlight was a case study by Vancouver architect and innovative educator Stanley King, who confirmed a long-held belief that virtually no age is too young to start a citizen's involvement in his community.

Delegates were primed for Stanley King's brilliant presentation by Mrs. Hilda Symonds, a Vancouver consultant in educational planning. She presented a wider understanding of the philosophy that involvement begins in the public school, and that even elementary grade students are eager to become involved in their community's growth.

The remarkable clarity of the "Goals for Dallas" case study presentation by Dr. B. D. Godbold of Dallas allowed CPAC members to walk the streets of Dallas, and share with its citizens the wonderful experience of regaining civic pride.

Dr. Godbold, in turn, promised to take back to his city the closed circuit television concept, which was at least one of the new techniques he learned at Halifax.

The value of the complex communications system employed by the conference became evident during a case study of community cablevision in Normandin, Quebec. Through the quality of the language interpretation, conference participants were able to "live" the Quebec experience.

Normandin's experience became even more graphic through the comprehensive description of the Winnipeg "unicity" project, and the highly technical work of the National Film Board's Challenge-For-Change group.

It was most appropriate that Halifax presented a case study of its own "awareness to involvement" process during the past two years. The presentation underlined the big step between awareness and actual involvement. The presence of the CPAC conference in the city may have inadvertently stimulated a rejuvenation of the involvement processes.

The mainspring of the conference was the dynamic, affable and jocular Ralph King of Morden, Manitoba. He demonstrated that he was indeed a 'king' of compelling persuasion.

He illuminated his vast fund of awareness of citizen involvement, with an uncanny ability to blend-in just the right serving of humor. Ralph King chided, encouraged, reminded CPAC of its responsibilities and boundless potential as an effective vehicle for the transmission of citizen-involvement techniques.

His anecdotes help us to retain a vivid picture of his sparkling personality, by which he communicated his philosophy that every citizen must become involved in his community.

During his brief address to a most enjoyable provincial government banquet, Nova Scotia Municipal Affairs Minister William Gillis reminded CPAC that when it comes to citizen involvement, it is not a question of "whether", but "how".

It's a significant issue when expressed in those terms by a provincial politician of Mr. Gillis' rank. CPAC will devote its future energies to addressing itself to answering the minister's question.

THE CITY

the most critical instrument of social change
An informal talk at the Symposium at Pestalozzi College

by Dr. Peter Oberlander,
Secretary, Ministry of State for Urban Affairs, Government of Canada

It is today quite fashionable to look down on to the city, both physically and visually, and to downgrade it and assume that the city is the scene of all evil, the place of all degradation, the source of all threats. In my view, and I hope in the view of the Ministry that I work for, it is the best possible of all human inventions.

I'd like to pose as the champion of the city, in the hope that the city is not only an urban place, but of course, ultimately, a little more urbane. My view is that the city is really historically man's greatest accomplishment, albeit it is also the scene of man's greatest defeats. But all the things that we cherish, I think: intellectually, culturally, socially, economically, all are associated with the city.

It is the city which has not only remained the source of our pleasures and satisfactions, it is also in a sense the most critical instrument of social change. It is through the city that we have managed not only to become free, but also to retain a sense of opportunity for change, and make that change effective and continuing.

I think the city today is the great opportunity for making our changes effective, meaningful, constructive and above all, successful. So I look upon the city *not* as the single, all-encompassing source of evil or the accumulation of all the problems of the world. On the contrary, I consider the city as the great opportunity which both historically and currently would allow us to move ahead, in making life better.

I like to think about the city not in problem terms. It is not a question of housing problems and water problems and sewer problems and traffic problems, but as I have said, as the opportunity for constructive change.

Well, what about the Ministry? What about the role that we see for ourselves? What about the opportunities that we are trying to grasp and mould to make urban Canada urbane? I think we have inherited two issues, both familiar to all of you, but let me just very quickly capsulate them.

We have looked at the urban world in a kind of single view way. We have looked at problems in a single view fashion. We looked at housing problems and solved them by building more houses. When we looked upon transportation and traffic we figured the solution was bigger and wider roads. When we felt that there was something wrong with shopping downtown we simply built shopping centres nearer to the consumer and his ever present motor car.

In other words, when we have looked upon the so-called problems of the city, we looked upon them single-dimensionally. We found single-dimensional solutions, and we have discovered that these, good in themselves, and probably appropriate at the time, often produced an unexpected outfall. They produced probably as many problems or more, than they attempted originally to solve. So we've inherited a traditional approach to solving our problems in a single-dimensional way. The result has usually been that the so-called second and third level problems, or second and third level ramifications have, at a minimum, detracted from the solution, and very often have made the solution counter-productive.

We know only too well that by providing more housing units, for example, we have not necessarily really addressed ourselves to social problems in an effective fashion. We found that we built public housing, which was certainly 'safe, sanitary and warm', in places which denied those who now had the advantage of safe, sanitary shelter, and adequate access to jobs. The result was that in fact we compounded the social problems of low income families although we gave them, or provided for them, safe, sanitary shelter.

The second thing that of course we have inherited, at the Ministry of State is the long term debate as to whose responsibility urban issues are. The constitutional view is that local problems, the problems *in* the city, are provincial, and therefore the provinces and municipalities ought to be left alone and get on with it. The federal government has no place in this at all. So over the last 20 or 30 years the constitutional view was clear. The cities' problems were the cities' problems, and the city and the province had to get on with it and the federal government was not really involved.

Now as we all know, despite this rather categorical institutional view, the federal government has been involved, not inconsequentially, in the cities. In fact all those who have read the various reports that have come out recently know that we've got 117 programs administered by 27 federal

agencies which have shaped the cities of today. The building we are meeting in is the result of CMHC providing, I suspect, at least the mortgage, and all the way down the line. So that was the other issue.

We are convinced that we have to come to grips with both these issues, namely a comprehensive view of the issues, and then a comprehensive solution, so that we are dealing with a seamless web of issues. We are attempting to solve these inter-related issues and at the same time recognize there is a fundamental federal responsibility, albeit within the constitutional division of power. The Ministry of State was created.

The Ministry of State was, and is, a very significant innovation as an instrument of federal policy. I really want to emphasize this. The instrument is simply this: the role of the Ministry is to develop policies for a given designated area, policies which are deeply rooted in a rational research process; then, these policies are to be implemented by existing relevant government agencies which are in the business of delivery of service or program.

The fundamental issue here is to separate, for the first time, program from policy and the reasons are simply these: historically the assumption was that those who deliver services are best able to develop policies. But that view really gives us the so-called single view, single purpose solution, because if you ask the highway engineer to solve transportation problems, he is clearly going to solve them by building more highways. In other words if he is concerned with the delivery system of providing a service, in this case, transportation, he is likely to think in policy terms only in relation to his own delivery system.

So the Ministry of State device is a very important, and I think innovative, attempt to break through the single view, single solution setting and to separate policy from program. The Ministry of State idea is a central government agency, in this case a sectoral central agency, for Urban Affairs, which exists to develop research-based rational policies which are comprehensive in space, time and in function and then return those policies through the variety of delivery systems currently available throughout the federal system.

The application of this device to urban affairs is clear. Urban affairs is a very diverse, multi-faceted, certainly multi-disciplined area. It would be impossible to circumscribe urban affairs, and yet contain all the things that are relevant to it. We all know how inter-dependent, inter-related, urban affairs really are, and therefore the concept of comprehensiveness in urban affairs is essential. Hence, separating policy from program and then letting program be delivered through a variety of other agencies, federally *and* provincially, I think is entirely consistent with our concept of urban opportunities for change.

A Ministry of State for Urban Affairs now allows a relevant position, a relevant federal presence in a country where urban affairs at best is a shared responsibility. So we believe that municipal problems, city problems, are in fact local and provincial. The problems *of* the city are in fact generic, are therefore clearly national. The federal government has a role to play in attempting to resolve, on a national scale, the federal component of that particular area. So the Ministry of State concept is research-based, research-rooted, to understand these problems and conditions.

Our research will have to be relevant to policy just as our policies will have to be sensitive to research findings. Once having developed the policies, both federally and federal-provincially, it should then be possible to deliver the effect of that policy through the federal system. This involves interdepartmental coordination and integration. Provincially, it involves inter-governmental relations and that, above all, speaking very personally now, involves the municipalities.

We are deeply committed to making certain within the realm of the possible to involve federal/provincial/municipal relations. The process has been started, albeit in a modest way, so as to ensure that the urban community in its local manifestation, the provinces as the custodians of our constitutional structure and the federal government in the way that it is already involved, can find ways and means of developing *joint* strategies, and then finding ways and means of delivering *jointly* the solutions that we have agreed on.

The federal government now has seen fit to recognize the federal role in the national context. This is very much due to the extraordinarily effective leadership of the Minister, Mr. Robert Andras, who over the last two years, both through cabinet and beyond cabinet, has convinced the government that urban affairs has a national dimension and therefore a federal presence is essential.

The Ministry was established under a proclamation, an instrument of Parliament.

This *instrument* sets out our task and our opportunities and uses, in my view, some very descriptive terms. There are basically three areas. One deals with policy development, and what the Minister may do and what the Minister, in fact, has every right to do and what he will have to do. It deals with research as an essential part of policy development, and then it deals with co-ordination. Co-ordination at the federal level, and co-ordination in the governmental sense.

This instrument gave us by June 28, 1971, our first real mandate. Since then, we have tried to staff and build our resources so that we can take this instrument into a sense of reality and make it work.

I simply want to end by saying that in my view, looking back over the 25 years I have been involved in urban affairs, it's an extraordinary step in the right direction. I take little credit for it because I came to it after, in a sense, it had been established. I think it summarizes a great number of ideas that have come out of various people, various groups, (CPAC not the least by any means), of making the federal presence within the Canadian constitutional system effective, and, by separating policy and program; finally achieving some sense of comprehensiveness and attacking urban issues in a positive vein so as to allow the majority of Canadians to lead a better urban life.

TORONTO:
THE ARCHITECT AND URBAN ACTION

by Howard V. Walker
Past Chairman, Urban Action Committee,
Toronto Chapter, Ontario Assn. of Architects

In common with over 75% of my fellow citizens, I live and work in an urban centre. This high proportion of city dwellers is a reflection of the rapid rate of urban growth in Canada since the end of the Second War, a rate which, according to the Economic Council of Canada, has exceeded that of any other industrially advanced nation. Furthermore, it is anticipated that this pace will accelerate dramatically during the next decade. Many reasons may be offered for this phenomenon but probably no one has expressed them more succinctly than Aristotle:

Men come to the city to live
They remain to live the good life

A simple and eloquent affirmation of confidence in the future of urban civilization, as appropriate today as when it was first uttered.

Our reactions to the city, of course, are influenced by our concepts of what its function should be and cities can be much more than simply tools for commerce. Historically, writers have expressed alternating Love-Hate relationships with the city. To the Greeks the city was "the teacher of the man". Horace rather ambivalently declared

In Rome you long for the country
In the country, oh inconstant
You praise the city to the stars

"Men make the city" said Thucydides "and not walls or ships without men in them". Similarly Walt Whitman: "a great city is that which has the greatest men and women."

Pindar proclaimed Athens as "bright and violet crowned and famed in song, bulwark of Greece, divine city." Not so Shelley speaking of his own country's capital: "Hell is a city much like London – a populous and smokey city." James Thomson, a Victorian poet, agreed: "The City is of Night, perchance of Death, but certainly of Night." Many years before Thomson, Milton had spoken with pleasure of towered cities and the busy hum of men. In contrast James Bone writing in this century referred to New York as "The City of Dreadful Height."

And so it goes. The crie de coeur of Charles Dudley Warner – wit and collaborator of Mark Twain "the thing generally raised on city land is taxes" illuminates with humour a facet of the city only too familiar.

Like it or not, what the writers have described is a reflection of ourselves. The city is our own creation. If, as citizens, we do not like what we see, then we should do something about it. Silently fuming in our automobiles in the rush hour traffic certainly will not produce results.

In recent years the architectural profession has also shared similar thoughts regarding the effectiveness of its own contribution on major public issues affecting the built environment. One consequence of a reassessment of the architects' public role by the Toronto Chapter of the Ontario Association of Architects was the creation of a new Chapter Committee: the **Urban Action Committee**. This Committee is now in its third year. It was my pleasure and privilege to be its Chairman during its first two years. A major function of this Committee is to establish a rapport between the architectural profession and the community; to break down those "boxes" which too long have isolated the professions from the society which they serve. This is a brief progress report.

The Committee has dealt with many issues and has been scrupulous to maintain its credibility with all sections of the community – citizens, politicians, developers and civic officials. A measure of success, I feel, is that it is now being approached by all these groups for critiques or advice. The Committee's statements have been forthright and have been based on the collective professional expertise that its members have been able to apply to each issue. Its reports may support the position of ratepayers on one occasion and developers on another, and so on. The key feature of this committee is that it is a group of architects. Possessing acknowledged skills in architecture and planning, they are able to present a professionally objective viewpoint on urban matters for the benefit of the entire community, not for one particular interest group. This Committee is to present an objective, professional, unbiased comment on matters influencing the future shape and de-

sign of Metropolitan Toronto. The principal functions of the Committee will be:

a) To appraise proposed building developments and zoning plans and submit professional opinions of these to municipal councils, interested civic groups, or the public at large.
b) To appraise all elements affecting the visual quality of the community, commending these where considered appropriate, and making recommendations for improvements where considered desirable.
c) To acquaint meetings of residents and ratepayers groups with the professional viewpoint concerning urban design and to provide assistance to such groups where appropriate.
d) To provide representation to the City of Toronto, the University Avenue Committee and the Civic Advisory Committee when called upon to do so.

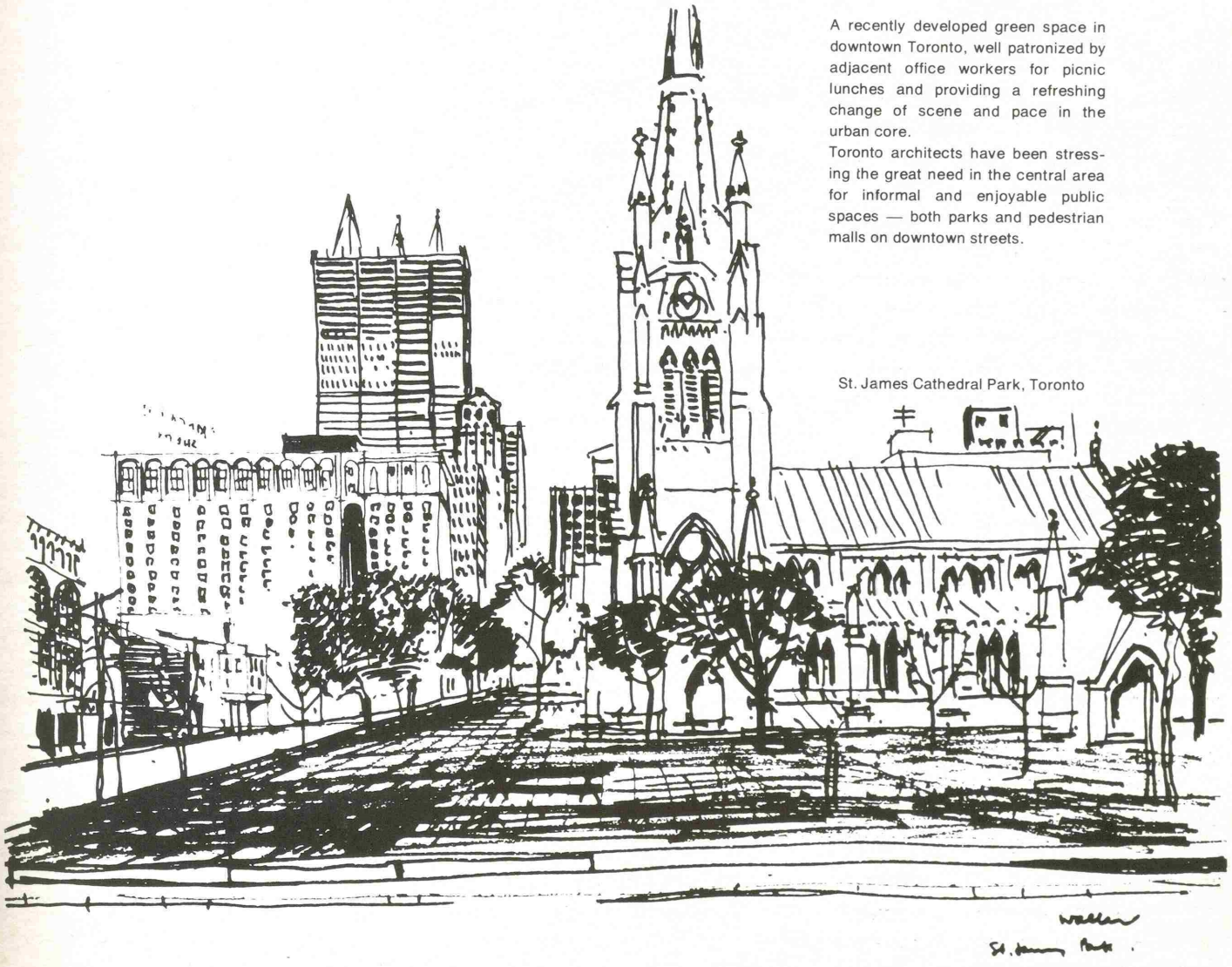
The Committee will have a reporter in each Ward of the City and in the Boroughs to advise the Policy Core of the Committee of all relevant local issues.

The terms of reference served as a useful guideline during the formative period of the committee. But it became apparent quite early that the scope of our work would be broader than described by those paragraphs. In appraising a development proposal our principal concern has been with the functions served by such development and its effect on the existing community or downtown business district. It is felt that the aesthetic aspects per se are secondary considerations in the priorities of this committee: generally speaking, a reasonable level of competence in this regard can be expected with any major proposal. In addition, while the public interest regarding physical criteria is reasonably well protected by existing by-laws (for safety, health etc.) we feel that the sociological implications of building developments are receiving totally inadequate consideration.

Our activities to date fall into the following broad categories:

1. **Appraisal of major development proposals, selected by the committee, e.g.: Eaton Centre, William R. Allen Expressway, Waterfront Development, etc. Criteria for selection of such projects include questions of planning principles involved, likely impact on the urban environment, etc.**
2. **Appraisal of development proposals requested by local ratepayers, architects or developers, e.g.: apartment developments in various locations, a major residential development in North York, etc.**
3. **Assessment of efficacy of**

A recently developed green space in downtown Toronto, well patronized by adjacent office workers for picnic lunches and providing a refreshing change of scene and pace in the urban core.
Toronto architects have been stressing the great need in the central area for informal and enjoyable public spaces — both parks and pedestrian malls on downtown streets.



St. James Cathedral Park, Toronto

existing administrative machinery, relating to Metro planning and implementation of planning goals. Action taken by the committee in this regard has been in the form of submissions to various levels of government.

4. **Submission of reports in response to requests from local and provincial government regarding legislation re maintenance of Property; amendments to Planning Act regarding street signs; the future role and status of the Planning Board; revisions to by-laws relating to setbacks for residential property, etc.**

In the appraisal of proposals, our procedure is to study all available data, meet with as many of the parties involved as possible, and then finally to prepare a written report. This is submitted to the principal parties and to appropriate governmental bodies and administrative officials. On several occasions submissions also have been made orally to the Ontario Municipal Board.

Naturally, the Urban Action Committee furnishes this service on an entirely voluntary basis. However, there are many compensations – some rather unexpected. One was the spectacle of a crowded auditorium ringing with cheers for the Urban Action Committee at an open hearing of the Planning Board. The Committee had written on a contentious issue relating to a proposed apartment development on ravine lands.

It has hardly been a surprise to the Committee to find often that the current issue under review is merely the tip of the iceberg. The substance of the matter lies well beneath the surface and arises frequently from a municipality's inability properly to articulate goals for urban development or to create means to implement objectives. Lack of co-ordination between municipal departments, and conflicting policies are detrimental to the interests of developer and citizen alike. They are common occurrences however.

It would seem that we have now reached the point to take a critical look at the structure of local government. Is it capable of serving contemporary needs? How serious an impediment to national urban growth are the many separate departments in administrations, each with its established power base and doing its own thing? Who provides the overview?

Why not one body to resolve transportation needs as a total system rather than piecemeal approaches by streets departments, traffic departments, transit commissions, etc? What recognition, in fact, is there in our administrative structures of the interaction of all the many and diverse facets of the urban system? Why not a new type of department, one which is multi-disciplinary, the function of which would be to translate council policy regarding our urban environment into physical fact? Such a department would have as its resource the available expertise of all the existing departments related to the physical environment and which could now be components of the new one.

These and many other considerations relating to administrative techniques are receiving careful scrutiny by the Urban Action Committee.

The necessity for multi-disciplinary co-operation in the search for solutions to urban problems both locally and at the national level cannot be stressed too strongly. The recent creation of a national urban council is an auspicious step. In addition, the citizen must also be involved and his opinions heard. The Toronto Chapter of Architects through its Urban Action Committee is actively seeking ways to identify the needs of the community and to respond to them. The fresh insights which such initiatives can provide will assist in the creation of those finer cities referred to by Aristotle in which men will indeed wish to remain in order to live the good life.

"At least it keeps the kids off the streets."

CITIZENS: DO THEY KNOW ENOUGH?

Some thoughts expressed in a letter to the National Director by Professor John Page, Faculty of Environmental Studies, York University.

In the earlier days of the Association, it was generally agreed that the role of educating citizens for participation in planning was of a rather general sort. Now, citizen participation is spoken of in the context of sharing somehow in the decision-making process. It has become somewhat of a cliché to speak of citizens taking part in the planning process through shared decision-making.

In this newly-expressed desire to have citizens participate, there seems to have been an oversight. It has been forgotten that when people are asked to share in a decision they must have a level of information commensurate with the importance of the decision to be shared. If it has taken technical and professional people and political leaders months, and even years, to grasp a situation, it seems somewhat of an impertinence to ask a group of citizens, after one night of presentation, to pass a decision on a planning matter.

If we really respect the contribution that the citizen can and must make, then we must be prepared to take the trouble to bring the interested citizen to a level of information that will permit him to contribute to the decision process. It is enlightened participation on the part of a wider range of people whom we call generally, the citizens, that we are seeking; and we seek this wider range of participation to minimize error or bad judgment which may go into the decision-making process.

It seems to me that when CPAC is now urging citizens to be informed about planning and citizens to be active in the planning process, that the organization is saying this: Interested citizens must now come to grips with specific planning projects or programmes in their particular areas and they must now engage in a serious educational endeavour to be a leadership group; a group which can share with a still wider group of citizens, in the planning problems, planning projects, planning programmes which they see are in need of this wider participation.

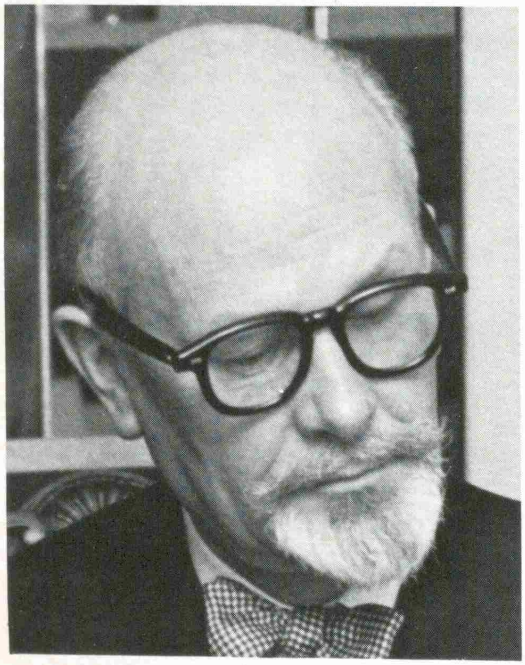
It would seem that the CPAC's national purpose is to intensify local participation; and local participation must mean more involvement by interested citizens.

I use the term "interested citizens" because in the past there has been a core of people who were almost spontaneously interested. It would be perhaps the concern of local CPAC people, without pushing the Association as such, to enlarge the range of "interested citizens" in any particular planning problem, project or programme. One could see then the advantage of having a national organization which would provide mutual encouragement, shared experiences and inspiration. This inspiration comes from having, from humble beginnings, been able to take some effective role in the directing of efforts to better the socio-political, economic, physical environment in which they live.

If it is possible to have the citizens engage in the planning process in this more involved way, there will be an influence feeding back to the professional planners which had not been present before. Before finalising a series of alternative schemes for selection of a particular scheme for implementation, people will have been involved earlier. They will have had a part in both identifying what they see to be missing or going wrong or in need of improvement, as well as in selecting alternative ways for dealing with these problems. The choice, as an alternative to be implemented, will be grounded in a wider understanding of the problem, and it will have included in it a committed amount of human energy for later implementation.

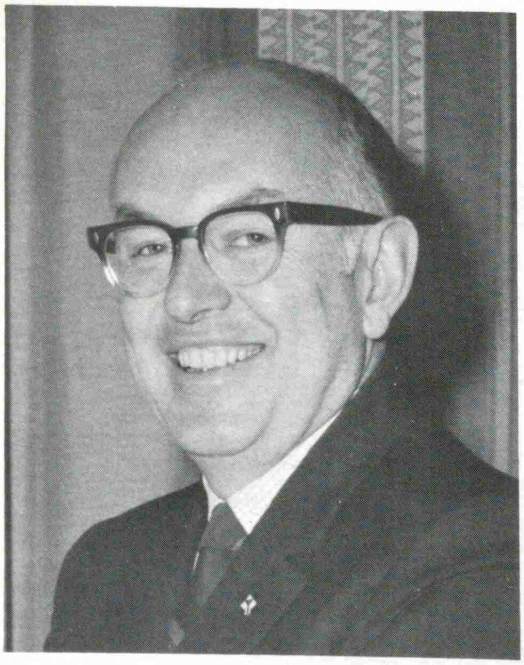
25 YEARS OF COMMUNITY PLANNING

Some of the Presidents of CPAC

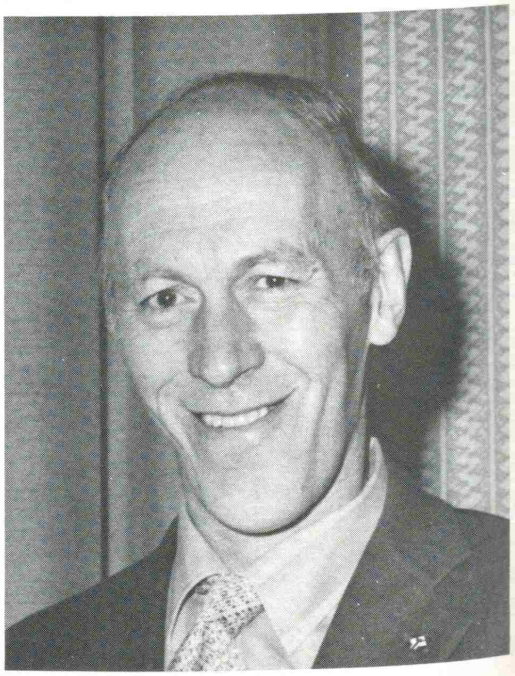


Jacques Simard 1960-62

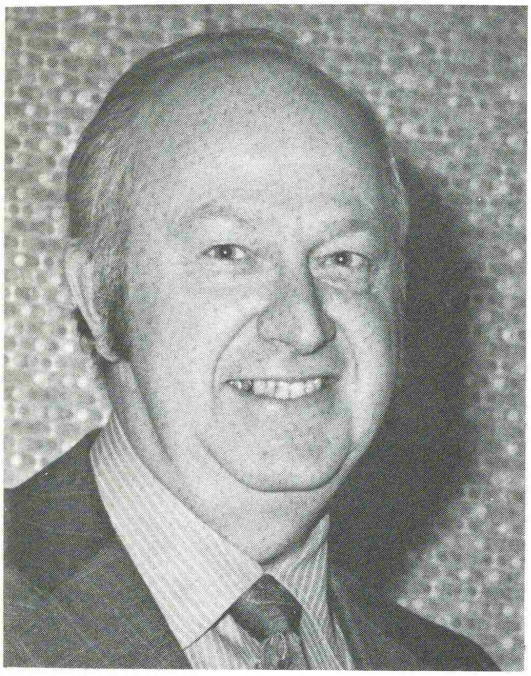
F. J. Cornish, Q.C. 1962-64



Dr. Harold Baker 1964-66



Prof. R. G. Murray 1966-68



A. G. Moffatt 1968-70

Prof. R. T. Donald, Dean of Law, Dalhousie University, Halifax, was presented with this Honorary Member Certificate by Claude Langlois, National President of CPAC shortly before the recent death of Prof. Donald. He made an immeasurable contribution to the Association, providing many years of service. Past Presidents Baker, Murray and Moffatt were also made honorary members.

CPAC SPEAKS TO THE FEDERAL GOVERNMENT

Members will wish to know that, in keeping with an undertaking to the Membership when it instituted the "Urban Congress — Congres Urbain" and as an integral part of the national program, on November 19th the National Council submitted the following brief to the Hon. Robert K. Andras, Minister of State for Urban Affairs, on behalf of the citizens of Canada.

The brief is drawn from information gathered during the three initial phases of the Congress. It is an analysis of the proceedings of the 18 regional seminars and the Canada-wide Symposium on Urban Affairs organized by CPAC and a distillation of the many thousands of responses received from CPAC members and other concerned citizens and citizen groups.

Much of the mass of material collected is of an extremely high quality, the result of deep thought and considerable debate. This is now undergoing more intensive study and it is the National Council's intention to publish a comprehensive report shortly.

The National Council extends its deep appreciation to all who took part in this important program which, because of its success to date and of the promise it holds for the future, will be continued as an ongoing part of the Association's national program.

Dear Mr. Minister:

During the year 1971 the Community Planning Association of Canada undertook to respond to your request for citizen debate on urban affairs issues. This response took the form of a special program involving thousands of Canadians in a massive participation exercise appropriately named 'Urban Congress — Congrès Urbain'.

The 'Urban Congress — Congrès Urbain' was a four-part program designed to obtain citizen response to the issues raised in the *"Urban Canada"* publications and to allow individuals to indicate their own concerns. The level of participation was outstanding and the information which became available to the Community Planning Association places the Association in a unique position to bring to the Government of Canada a genuine citizen viewpoint on urban affairs.

Briefly, the four elements of the program were:

1. The preparation and dissemination of a leaflet, incorporating four questions which invited responses.
2. Eighteen regional seminars in urban centres across Canada at which these questions were discussed.
3. A Canada-wide Symposium on Urban Affairs.
4. The collation of the material from the three phases above by an editorial committee.

The editorial committee studied and evaluated thousands of responses; from these, six major issues emerged:

1. That Canadians have a major concern for the future of their cities.
2. That Canadians are anxious to express their aspirations for the city but do not know how to do so.
3. That Canadians are entirely convinced that Government must listen to the citizen's viewpoint on urban affairs and that it must be able to utilize such a citizen input.
4. That, although Canadians are aware of the various levels of Government, it is the local level (because of its immediacy) to which they relate.
5. That most Canadians demand a strengthening of local government.
6. That Canadians, as citizens, are insistent upon their involvement in the development of a Canadian urban policy and that Government provide for them to be so involved.

Appendix "A" contains a selection of quotations from individual responses which shows the deep concern of a wide cross-section of Canadians. Hundreds of similar statements could be quoted on each issue.

The Community Planning Association set out to determine the mood of Canadians in matters touched by urban affairs. The Association was well suited to use its resources for this purpose. Its obligation to Canada committed it to the endeavour.

This stage of the investigation has been completed.

The people involved in the program expressed their concerns and their hopes and demonstrated their confidence in the Community Planning Association. Strengthened by this endorsement of its basic purpose, the Association accepts its obligation with enthusiasm.

The Community Planning Association now calls upon the Government of Canada to recognize its responsibilities in this regard and support the Community Planning Association in accepting this commitment to Canada.

Appendix "A"

A four-point program was devised for the accumulation of the responses —

1. An announcement leaflet was prepared and circulated, incorporating a statement of ideas and objectives, and four questions toward which discussion was to be directed. (See Appendix "C"). This was to ensure that the discussions and responses, from all across the country, would have some basic similar frames of reference. 18,000 of these profile sheets were circulated across Canada, to members and non-members and extremely high quality, detailed replies were received.

2. Eighteen regional seminars in urban centres across Canada were held (See Appendix "B"). There was no attempt to make these into large "popular" events. Rather the aim was to have small groups of diverse citizens who would contribute varying points of view and whose ideas and personalities would interact amongst each other. Whilst obvious sites of urban growth were

chosen, e.g. Toronto, Vancouver, some smaller ones were also included, e.g. North Bay. One seminar was spontaneously organized by a group of students who heard of the 'Congress' and wanted to put in their contribution.

3. A national, Canadian Symposium on Urban Affairs was held at Pestalozzi Community College in Ottawa, to gather together a highly professional group, from many areas and disciplines, who would tackle the same questions on the profile sheets, bringing to bear upon them, attitudes and techniques developed in diverse jobs. This was in contrast with the regional seminars where some professional people were present, but where the idea was to draw mainly upon groups of citizens who do not normally respond to CPAC.

4. An editorial committee was established to collate, digest, and evaluate and then present to Government any conclusions which might seem to be suggested by the mass of material generated by steps 1 to 3. All the responses have been collected on paper or on tape. There are individual replies, reports of regional seminars and proceedings of the nation-wide Symposium. The findings are being prepared for publication.

The six major issues were:

1. *That Canadians have a major concern for the future of their cities.*

"The urban community is a representation of our social values."

"Some things, like social injustices, must be corrected immediately — there is no time — the people will not wait indefinitely."

"In planning the future we must maintain a balance between social goals and economic goals. We must avoid having a whole structure of miscellaneous goals."

"Since at least 90% of the population, within 15 to 30 years, will live in urban areas of one sort or another — not necessarily the type of urban areas we have now — it is proper for our discussion now, to be directed toward the problems of urban areas."

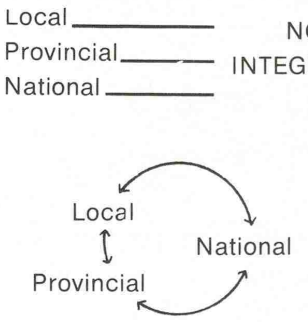
"We've all looked at the Lithwick Report — but the Lithwick Report is like the Bible — one can interpret it anyway one likes!"

2. *That Canadians are anxious to express their aspirations for the city but do not know how to do so.*

"Democracy is not a ballot box but a way of life. In the urban community perhaps more than in the rural community, this tends to get lost in the busy complexity and impersonal environment of today."

"All citizens cannot participate and will not want to. But all citizens should have access and feel that they can participate if they want to do so. However, all issues cannot be resolved to everyone's advantage, so someone must always feel angry or frustrated!"

"Everything in Canada is parallel:



This makes for confusion for even the literate and well-to-do. What must it do to the poor, the illiterate, the young and the old?"

3. *That Canadians are entirely convinced that Government must listen to the citizen's viewpoint on urban affairs and that it must be able to utilize such a citizen input.*

"Perhaps there should be one access point for all Governments. In other words it is up to the Government Departments to help people, and find ways of integration; it is not up to the citizen to find his way through the maze."

"Services are passed on to people via Government. Unless there is to be a lot of wasted effort, time and money, Government must listen to find out what we want."

"Local governments are at least a little closer to the people. Perhaps the Federal authorities, which are working on urban affairs should listen more to the people involved in making our municipalities work."

"We cannot spend all our time trying to work through irrelevant institutions — Government must listen and adapt more quickly."

4. *That, although Canadians are aware of the various levels of Government, it is the local level (because of its immediacy) to which they relate.*

"Where do we live? To what do we relate directly?"

"Most of us seem to find it difficult to think of our neighbourhood as being larger than a community of say 5,000. If we get beyond that we get lost. Perhaps new towns in clusters of 5,000 units would be an interesting experiment in Canada, here and now, instead of extending our burgeoning megalopolises."

"When I want to see my M.P. I have to write a letter or make an appointment and even then I don't always succeed. But when I want to see my alderman I just walk into his house or his office and I catch him sooner or later — usually sooner."

". . . 'Stop the dust coming into my house from the new roadwork' . . . 'We need a tot lot in this district' . . . These are the things people feel strongly about."

5. *That most Canadians demand a strengthening of local government.*

"There is a drift toward centralization. Yet there is no proof that this will be more efficient, or more desirable. It is happening, not necessarily because people like it, but because a few civil servants are pushing it and no one is fighting it or suggesting a viable alternative."

"A viable alternative must come from the strengthening of local government. However, reform of municipal structure should not be a part of a national urban policy.

Local structures have been established to meet the needs and the wishes of the people locally."

"The only level of government which can provide people with the quality of life they are seeking — each with their own definition — is the local government."

"Responsibility without power is frustrating — power without responsibility is dangerous."

6. *That Canadians, as citizens, are insistent upon their involvement in the development of a Canadian urban policy and that Government provide for them to be so involved.*

"There are very few groups at the national level really contributing to urban policy. Some of them have important interests — the developers, the construction industry, the Good Roads Association, and the real estate interests . . . we need other less biased voices to assist Government in taking a more balanced view. . . ."

"We must renew the confidence of the people in their elected representatives by making the accountability and responsibility much more direct. Government must learn to give information clearly and directly; then it must enlist our participation. Participation increases commitment and Government might benefit more than citizens from this kind of two-way exchange."

ANNEXE B

Regional Seminars — Locations

British Columbia	Vancouver	**Québec**	Rivière du Loup
Alberta	Calgary		Longueuil
Saskatchewan	Regina		Montréal
Manitoba	Winnipeg		Québec
Ontario	Toronto		Noranda
	Niagara Falls		Chicoutimi
	North Bay		Trois Rivières
	University of Toronto		Laval
New Brunswick	Saint John		Montmagny

APPENDIX C

Profile Sheet No. 1

Viewpoints: "The Most Important Issues In Urban Affairs in Canada Today"

In my view the most important issue(s) in Urban Affairs in Canada today, is/are:

Profile Sheet No. 2

"The Issues — Priorities"

In my view, the priority of Urban Affairs issues in Canada and the appropriate level of government to deal with them is as follows: (Federal, Provincial, Regional, Local)

Profile Sheet No. 3

"The Individual and His Influence in Urban Affairs"

In my view the most effective way in which the Individual can influence the course of Urban Affairs in Canada is:-

Profile Sheet No. 4

"Citizen Organizations in Urban Affairs"

In my view Citizen Organizations can be effective in Urban affairs by:-

L'ACU RÉPOND À L'APPEL DU GOUVERNEMENT FÉDÉRAL

Il convient de signaler aux membres que pour faire suite à l'engagement pris envers eux, lors de la mise en oeuvre du Congrès urbain — Urban Congress et dans le cadre de ce programme d'envergure nationale, le 19 novembre 1971, le Conseil national de l'Association canadienne d'urbanisme, au nom des citoyens du Canada, a remis le mémoire suivant, au ministre d'État responsable des affaires urbaines, l'honorable Robert K. Andras.

Ce mémoire tire son origine des données recueillies au cours des trois premières étapes du Congrès. Il constitue l'analyse des comptes-rendus tant de dix-huit séminaires régionaux que du symposium national sur les affaires urbaines, organisés par l'Association, ainsi que l'essentiel des milliers de réponses transmises par les membres de l'Association et d'autres personnes et groupes de citoyens qui s'intéressent à cette question.

Le plus clair des données ainsi obtenues se sont révélées de très haute qualité, ce qui traduit une pensée profonde et un examen bien fouillé de la question. Ces données font présentement l'objet d'une autre étude poussée, car l'Association canadienne d'urbanisme se propose d'en publier sous peu un rapport complet.

L'Association tient à remercier sincèrement tous ceux qui ont pris part à cet important programme. Vu le succès que ce dernier a remporté jusqu'ici et les perspectives qu'il offre pour l'avenir, l'Association entend l'inscrire au nombre des initiatives d'ordre national qu'elle entreprendra l'an prochain.

Monsieur le Ministre,

Au cours de 1971, l'Association canadienne d'urbanisme a entrepris de donner suite à votre demande concernant la mise en discussion, au niveau du citoyen, des questions relatives aux affaires urbaines. A cette fin, elle a établi un programme spécial, grâce auquel des milliers de Canadiens ont participé à un événement massif appelé, à juste titre, Urban Congress-Congrès Urbain.

Ce programme, réparti en quatre étapes, visait tant à recueillir les vues des citoyens au sujet des questions soulevées dans les publications *Canada Urbain*, qu'à leur permettre d'exprimer leurs préoccupations personnelles. Par suite d'un niveau élevé de participation, l'Association canadienne d'urbanisme dispose maintenant de données qui la mettent en mesure de faire connaître au gouvernement du Canada le point de vue réel du citoyen sur les affaires urbaines.

En bref, le programme s'est déroulé en quatre étapes, savoir:

1. La rédaction et la mise en circulation d'un bulletin auquel quatre questions étaient annexées.
2. La mise sur pied de dix-huit séminaires régionaux dans divers centres urbains du Canada, où ces questions ont fait l'objet des délibérations.
3. La mise sur pied d'un symposium national sur les affaires urbaines.
4. La formation d'un comité d'édition qui a colligé les données recueillies au cours des trois premières étapes.

Ce comité d'édition a fait l'analyse et l'évaluation de milliers de réponses, d'où il a puisé les principales conclusions suivantes:

1. Que les Canadiens se préoccupent énormément de l'avenir de leurs villes.
2. Que les Canadiens désirent exprimer leurs aspirations pour les villes, mais ignorent comment s'y prendre.
3. Que les Canadiens sont entièrement convaincus que le gouvernement doit entendre le point de vue du citoyen sur les affaires urbaines et doit pouvoir utiliser un tel apport.
4. Que les Canadiens, bien que conscients de tous les paliers de gouvernement, se situent par rapport à l'administration locale (la plus immédiate pour eux).
5. Que la plupart des Canadiens exigent l'affermissement de l'administration locale.
6. Que les Canadiens, en tant que citoyens, insistent pour participer à la formulation d'un politique urbaine pour le Canada, et que le gouvernement doit leur en fournir les moyens.

L'Annexe "A" renferme un choix de citations tirées des réponses individuelles; on y retrouve les préoccupations profondes des diverses couches de la société canadienne. Pour chaque question, le nombre de telles citations aurait pu atteindre plusieurs centaines.

L'Association canadienne d'urbanisme s'est efforcée de mettre au jour les sentiments des Canadiens en matière d'affaires urbaines. Il lui seyait particulièrement bien d'utiliser ses ressources à cette fin. Ses obligations envers le Canada la liaient à une telle entreprise.

Les diverses étapes de l'étude sont terminées.

Elles ont permis aux intéressés d'exprimer leurs préoccupations et leurs espoirs, ainsi que de manifester leur confiance envers l'Association. Cette dernière, forte de l'appui accordé à ses objectifs fondamentaux, accepte de grand coeur les obligations qui lui incombent.

L'Association canadienne d'urbanisme demande maintenant au gouvernement du Canada de reconnaître ses responsabilités en la matière et d'offrir son appui à l'Association, qui accepte un tel engagement envers le Canada.

Annexe "A"

Congrès urbain

Programme en quatre points destiné à permettre de recueillir les réponses:

1. On a rédigé et fait circuler une circulaire, à laquelle un énoncé des idées et des objectifs était annexé; quatre questions y ont été ajoutées afin de savoir vers quoi la discussion devait s'orienter (*voir* Annexe "C"). On voulait s'assurer qu'il y ait essentiellement des cadres de réfé-

rence semblables pour les délibérations et les réponses provenant de tous les coins du pays. Des 18,000 circulaires envoyées aux membres et à d'autres personnes par tout le Canada, on a pu obtenir de nombreuses réponses bien détaillées et de très haute qualité.

2. Il s'est tenu dix-huit séminaires régionaux dans divers centres urbains du Canada (*voir* Annexe B). On ne s'est nullement efforcé d'en faire un événement "populaire". Ces séminaires visaient plutôt à réunir divers petits groupes de citoyens pour permettre l'échange de points de vue divers, avec une gamme infinie de personnalités. Le choix de certaines villes, telles Toronto, Vancouver, etc., s'imposait en raison de leur expansion manifeste, mais on y a ajouté d'autres villes moins consisérables, comme North Bay, sans compter le séminaire organisé spontanément par un groupe d'étudiants qui avaient eu vent du Congrès et tenaient à y contribuer.

3. Un symposium national sur les affaires urbaines au Canada s'est tenu au collège communautaire Pestalozzi à Ottawa, où un groupe de personnes fort compétentes, représentant diverses régions et disciplines, se sont penchées sur les questions figurant dans les circulaires pour les illuminer de leur pensée et des techniques qui leur sont connues. Dans les séminaires régionaux, par ailleurs, même si des gens de profession y ont assisté, il s'agissait surtout de recueillir les vues de groupes de citoyens n'ayant pas de contacts ordinairement avec l'Association.

4. Un comité d'édition a été mis sur pied en vue de colliger les réponses, de les analyser et de les évaluer avant de transmettre au gouvernement les conclusions pouvant être tirées des données obtenues lors des trois premières étapes. Toutes les réponses ont été transcrites ou mises sur ruban magnétique. On y trouve les réponses des particuliers, les rapports des séminaires régionaux et le compte rendu du symposium national. Les constatations qui en découlent feront prochainement l'objet d'une publication.

Les six préoccupations principales sont:

1. *Que les Canadiens se préoccupent énormément de l'avenir de leurs villes.*

"La communauté urbaine est la représentation de nos valeurs sociales."

"Il y a des choses, comme les injustices sociales, qu'il faut éliminer dès maintenant; le temps presse, les gens ne vont pas attendre indéfiniment."

"Dans nos prévisions, il faut rechercher un certain équilibre entre nos objectifs sociaux et nos objectifs économiques. Il faut éviter d'en arriver à un ensemble de buts disparates."

"Etant donné que d'ici 15 à 30 ans, les neuf dixièmes de la population habiteront dans un milieu urbain, non pas nécessairement du même genre que le milieu urbain actuel, il est opportun d'orienter les délibérations actuelles vers les questions touchant un tel milieu."

"Nous avons tous examiné le rapport Lithwick, mais ce rapport fait songer à la Bible, car on y trouve ce que l'on veut bien y trouver."

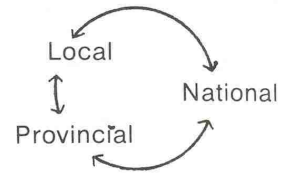
2. *Que les Canadiens désirent exprimer leurs aspirations pour les villes, mais ignorent comment s'y prendre.*

"La démocratie, ce n'est pas une boîte de scrutin, c'est un mode de vie. Mais c'est une chose qu'on perd de vue, peut-être davantage en milieu urbain qu'en milieu rural, vu la complexité affairée et le caractère impersonnel de notre environnement actuel."

"Ce ne sont pas tous les Canadiens qui peuvent participer ou qui le désirent. Mais tous les citoyens devraient en avoir la possibilité et ressentir qu'ils le peuvent, le cas échéant. Il n'y as pas de questions, toutefois, qui comportent une solution agréable à tous; on ne peut donc empêcher qu'il y ait toujours des mécontents ou des insatisfaits."

"Tout est parallèle au Canada

Local
Provincial
National
NON INTEGRE



Voilà qui confond même les gens instruits ou à l'aise. Quel doit en être l'effet sur les pauvres, les illettrés, les jeunes et les vieillards?"

3. *Que les Canadiens sont entièrement convaincus que le gouvernement doit entendre la point de vue du citoyen sur les affaires urbaines et doit pouvoir utiliser un tel apport.*

"Il faudrait peut-être prévoir une seule porte d'accès à tous les gouvernements. Autrement dit, ce sont les ministères qui doivent venir en aide aux gens et trouver le moyen de les atteindre, ce n'est pas au citoyen de trouver son chemin dans le labyrinthe."

"Les services destinés à la population sont transmis par le gouvernement. Pour éviter tout gaspillage d'efforts, de temps et d'argent, le gouvernement doit prêter l'oreille aux gens pour savoir ce qu'ils veulent."

"Les administrations locales, à tout le moins, sont plus près du peuple. Peut-être faudrait-il que les autorités fédérales intéressées aux affaires urbaines tendent davantage l'oreille aux responsables des affaires municipales."

"Nous ne pouvons passer tout notre temps à oeuvrer dans le cadre d'institutions dépassées. Le gouvernement doit nous écouter; il doit être plus souple."

4. *Que les Canadiens, bien que conscients de tous les paliers de gouvernement, se situent par rapport à l'administration locale (la plus immédiate pour eux.)*

"Où vivons-nous? Par rapport à quoi nous situons-nous directement?"

"La plupart des gens trouvent difficile d'envisager un environnement immédiat qui comporte, mettons, plus de 5,000 habitants. Passé ce chiffre, on est perdu. Il serait peut-être intéressant, à titre d'expérience, de constituer des villes nouvelles de 5,000 âmes au Canada, plutôt que de laisser les grandes villes s'accroître davantage."

"Si je veux voir mon député, je dois lui écrire ou lui demander rendez-vous, et même là je n'y arrive pas toujours. Mais lorsque je veux voir mon échevin, je n'ai qu'à me présenter chez lui ou à son bureau et je le rejoins, tôt ou tard, d'ordinaire assez tôt."

"Qu'on cesse d'empoussiérer ma maison, avec tous ces travaux d'aménagement de routes . . . Il nous faut un terrain de jeux pour les enfants dans notre district. Voilà le genre de choses auxquelles les gens s'intéressent le plus."

5. *Que la plupart des Canadiens exigent le renforcement du niveau municipal de gouvernement.*

"On tend à tout centraliser. Pourtant, rien ne prouve que ce sera alors plus efficace ou plus agréable. On adopte ce système, non pas parce que les gens le souhaitent, mais parce qu'une poignée de fonctionnaires le recommandent fortement, que personne ne s'y oppose et que personne n'apporte de solution de rechange acceptable."

"On pourrait par exemple renforcer les administrations locales. La réforme des structures municipales ne devrait pas toutefois faire partie d'une politique urbaine nationale. Les structures locales sont destinées à répondre aux besoins et aux souhaits des localités."

"Le seul palier gouvernemental qui puisse fournir aux gens le mode de vie particulier que souhaite chacun d'eux, c'est l'administration locale."

"Les responsabilités sans pouvoirs entraînent la frustration, mais des pouvoirs sans responsabilités constituent un danger."

6. *Que les Canadiens, en tant que citoyens, insistent pour participer à la formulation d'une politique urbaine pour le Canada, et que le gouvernement doit leur en fournir les moyens.*

"Il y a très peu de groupes au niveau national qui participent vraiment à la formulation d'une politique urbaine. Certains d'entre eux (les entrepreneurs, l'industrie de la construction, la Good Roads Association) ont de gros intérêts en jeu, sans parler du secteur immobilier. Il faut que des groupes moins partiaux puissent aider le gouvernement à acquérir une perspective plus juste des choses."

"Il faut que les gens puissent à nouveau faire confiance aux représentants qu'ils ont élus; pour ce; on doit assurer des échanges beaucoup plus directs entre ceux qui ont des responsabilités et ceux qui ont des comptes à rendre. Le gouvernement doit fournir des renseignements de façon claire et directe: il doit s'assurer que nous participons. En participant, nous nous engageons davantage, et ce genre d'échange mutuel pourrait être plus avantageux pour le gouvernement que pour les citoyens."

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(L'original a été rédigé en anglais)

ANNEXE B

Séminaires Régionaux-Sites

British Columbia	Vancouver
Alberta	Calgary
Saskatchewan	Regina
Manitoba	Winnipeg
Ontario	Toronto
	Niagara Falls
	North Bay
	University of Toronto
Québec	Montmagny
	Rivière du Loup
	Longueuil
	Montréal
	Québec
	Noranda
	Chicoutimi
	Trois Rivières
	Laval
New Brunswick	Saint John

ANNEXE C

Exposé Sommaire No 1

Points de vue: "Les questions urbaines les plus importantes au Canada"

A mon avis, les problèmes urbains les plus importants au Canada sont actuellement:

Exposé Sommaire No 2

"Les problèmes et leur priorité"

A mon avis, l'ordre prioritaire des problèmes urbains au Canada et le niveau approprié de gouvernement qui devrait être chargé de les solutionner sont comme suit:

Exposé Sommaire No 3

"L'individu et son influence dans les Affaires Urbaines"

A mon avis, le moyen le plus efficace dont l'individu dispose (ou devrait disposer) pour influencer les politiques urbaines au Canada est:

Exposé Sommaire No 4

"Les organismes de citoyens et les Affaires Urbaines"

A mon avis, les organismes de citoyens peuvent jouer un rôle efficace dans les Affaires urbaines de la façon suivante:

BOOKS, BOOKS, BOOKS!

A review by W. R. Kellough A.S.A., S.R.A., of some recently published books and papers.

Mr. Kellough, a Land Economist, is President of W. R. Kellough & Associates, Land Economists Urban and Rural Appraisers, Business and Estate Consultants.

Permission to reprint these book reviews should be obtained from Mr. Kellough.

"The Cities of Tomorrow"
Athelstan Spilhaus & Constantinos A. Doxiadis (papers delivered before the American Association for the Advancement of Science)

The technological factors discussed, that cities would be constructed in layers with intercity transportation at the bottom layer, vehicular traffic and materials delivery on the next layer, internal transportation in pods on the next layer and integration of totally clean industry with galleries, housing and theatres, is certainly not new. Such concepts have been advanced for many years; the only difference would appear to be that we have now reached a technological position where such a city could be achieved.

H. G. Wells discussed such a city, at least at the turn of the century. Huxley came close to it in his Brave New World. Although the specific reference escapes me, Jules Verne must have covered it in his many books in the 1860s and certainly Leonardo da Vinci left many designs for his perfect city.

While these designs may well have had differences, the intent in all of these spectacular future cities was parallel and concerned the development of a totally controlled environment.

As abstract thesis on planning the perfect city, there is much to be said for such designs; however, it should be noted, generally, that such future development invariably remains in the design stage for a variety of reasons, not the least of which is sociological. The response of a human being to a totally controlled environment has never been properly established but certainly there are significant criteria upon which criticism of a totally controlled environment may be made.

Required reading for all advanced thinking planners should be Robert Ardrey's African Genesis and Territorial Imperative. While these books have been written by an ex-journalist trained originally in anthropology and are a little slick, there are contained therein some fundamental truths about the legacy of sociological response of human beings that would tend to prohibit a successful adaption to controlled environment by large numbers of humans.

The fact that a great many human beings in our large cities have seemingly managed to adapt to vertical living accommodation in large apartment blocks, in no way vitiates the theory of the territorial ambition of the human male. To occupy vertically integrated residential accommodation as a result of economic necessity or economic choice having in mind the use of the surplus funds thereby generated for other purposes, is a very different circumstance, than being required to live a vertical-horizontal integrated totally controlled environment. While it may in the course of time become a necessity, as a result of the crowding of the earth's surface by surplus population, it is unlikely to occur until stark necessity forces the choice upon large segments of the population.

One must ask why such revolutionary plans have never been developed in the 50-year experience of Soviet Russia where state control of total environment is as close as it has yet come on the earth's surface except perhaps for the Indus Valley civilization of 2500 B.C. Anyone who has looked at the Russian exhibition at Expo, who has been through the Exhibition of Economic Achievement in Moscow, would realize that pure planning in the Soviet Union is as advanced in an abstract sense as the Spilhaus formulation which has received this publicity, and yet the Russians are even further from the construction of totally controlled environment cities than the United States, at this time.

The Economy of Cities
by Jane Jacobs

Geographers, planners and archeologists have contended that human history is a gradual record of development from the permissive hunting cultures to food gathering to forms of agriculture which finally culminated in the urban forms of development from the village to the town to the city, the metropolis and finally, the megalopolis.

Mrs. Jacobs' new book is a thesis that the dogma of agricultural primacy is nonsense. She endeavours to show that it is the towns and cities which breed advances in agriculture and that their problems and complexity is the seed-bed for all kinds of innovation and advances both in urbanism and agriculture.

If she is correct in her view that cities are the primary economic instrument and the basic generator and producer of the means of economic growth and change, in other words, the real source of wealth, then conventional wisdom is due for a rude awakening.

Unfortunately, while she has great ability for imaginative theorizing, she builds too much from too little. One is reminded of the Scottish legal verdict when both guilt and innocence are in doubt — Not Proven.

She exhibits great perception but the paucity of original research leads her into much that is tautologous. To put it bluntly, what is a book should have been an article.

A Guide to Effective Business Relocation — Workable Approaches for Relocating Businesses Displaced by Urban Renewal —
by William N. Kinnard Jr. &
Stephen D. Messner

This volume (or report) is based upon the simple but sound premise that viable business enterprises must not be allowed to founder and that compensation for expropriation is not enough to secure meaningful results in relocation.

As the authors state, most books on Urban Renewal have either dealt with the problems of the displaced businesses from their point of view, or have dealt with the overall problem of urban renewal to the authorities. This is the first volume that studies the successful relocation of businesses by the authorities and all of the assistance available to displaced enterprises.

The study embraces 17 different states including communities ranging from 9,000 to 3,500,000 persons, according to the 1960 Census, and ended up with a detailed study of 86 selected cases.

While the authors have stated that the design of the study was to develop a "cookbook" of guidelines in approaching business relocation problems, it does not constitute a series of recipes for various problems. What it does do is set down some reasonably effective guidelines and then to proceed to quote 86 examples of what can be done.

". . . Or am I preaching to the converted?"